



Pathway to Home
A key implementing the National Housing Strategy,
The New Plan 2007-2011 and outlining the 2010 Vision of the Homeless
Agency Partnership to help them the Homelessness in Dublin.
A Key to the Home 2007-2011



PATHWAY TO HOME

NEW CONFIGURATION OF HOMELESS SERVICES IN DUBLIN 2010

The Homeless Agency Partnership

August 2010

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1. Introduction and Context

Introduction

This document sets out the new configuration of support services to be provided in the Dublin region for those at risk of, or currently experiencing homelessness. The detail provided comes as the next major step to achieve the Vision of the Homeless Agency Partnership, which is to end long-term homelessness and the need to sleep rough in Dublin by end 2010.

It is important to note that the full implementation of the Pathway to Home model relies on two crucial assumptions which are access to housing and having in place adequate financial resources.

Context

In April 2009, the Board of the Homeless Agency Partnership adopted *Pathway to Home* in response to recommendations set out in the *Evaluation of Homeless Services, Review of Finance and Expenditure* and *Counted In 2008*. The overall conclusions reached as a result of these three critical priority actions in 2008 showed that substantial systematic changes were required to achieve the 2010 Vision to end long term homelessness and the need to sleep rough.

Pathway to Home sets out the new model for the delivery of the range of services to people experiencing homelessness in Dublin and that resources need to be shifted away from providing temporary accommodation to long-term support housing solutions. The plan was endorsed and agreed by the Board of the Homeless Agency Partnership, which seeks the following;

- Reconfigure current homeless and housing support services into a Pathway model of provision.
- The prevention of homelessness.
- The provision of effective services in each of the four Dublin local authority areas.
- The provision of sufficient long term housing with appropriate supports as required.

Pathway to Home encompasses a set of agreed actions and decisions which will ensure continued alignment with the National Homeless Strategy, *The Way Home*, and achieve the vision of the Homeless Agency Partnership action plan to end long -term homelessness and the need to sleep rough, *A Key to the Door* 2007-2010.

1.1 Implementation Advisory Group

To oversee the implementation of *Pathway to Home*, the Homeless Agency Partnership Board agreed the establishment of an Implementation Advisory Group (IAG) comprising nominees from the following stakeholders.

- The Dublin Local Authorities¹
- Health Service Executive²

¹ Dublin City Council, Dun Laoghaire/ Rathdown County Council, South Dublin County Council, Fingal County Council.

- Voluntary Homeless Network³
- Director, Homeless Agency, Chair of the Implementation Advisory Group

The primary role of the IAG was to lead, negotiate and monitor the implementation of the agreed set of actions contained in *Pathway to Home* with the main aims being the following:

- To ensure that a comprehensive work programme is developed which details the required process, actions and key stakeholders to enable implementation of all agreed actions contained in *Pathway to Home*.
- To ensure that the agreed priority areas for implementation as outlined in *Pathway to Home* are acted upon.
- To ensure that intensive liaison at interagency level is maintained so as to establish clear communication and decision making capability with regard to change in service delivery and funding arrangements.
- To actively support the deployment of the agreed communications strategy as outlined in *Pathway to Home*.
- To respond to emerging issues, which may arise as a result of implementing *Pathway to Home*, which includes seeking to establish supports as appropriate for organisations in terms of change management processes?

To facilitate the reconfiguration process, 13 guiding principles were developed by the IAG which were fundamental in steering and guiding the process. These principles were developed in order to establish parameters from which the reconfiguration of existing 'funded' homeless service provision would be reconfigured and involved consultation with all key stakeholders and sign off by the Board of the Homeless Agency Partnership.

IMPORTANT NOTE: The key principles placed the service user at the centre of decision making, recognising that services would only be reconfigured on the basis that the service users' housing, support and care needs would be met and that resources would be redirected to addressing the needs of the service user in long- term housing.

In view of the need to enhance quality and effective homeless and housing support services within existing resources and mindful of the need to maximise efficiencies, the principles also address the need to consolidate existing service provision with a strong emphasis on collaborative and integrated working between organisations to be funded under the *Pathway to Home* model.

The guiding principles for reconfiguration are detailed as follows.

² Dublin Mid-Leinster and Dublin North East.

³ Chair and Vice Chairperson.

1.2 Guiding Principles for Reconfiguration

THE SERVICE USER

1. In congruence with the vision of the Homeless Agency Partnership and in keeping with the objective of *The Way Home*, the needs of the service user will be at the centre of all decision making in respect of the re-configuration of existing homeless and housing support services.
2. A significant proportion of the current budget allocated through the Homeless Agency, will be directed towards addressing the housing support and care needs of people experiencing homelessness having regard to the estimates of need, which indicates an objective need to resource housing support.

THE PARTNERSHIP

3. Subject to the requirements of re-configuration, Partnership Stakeholders will work to retain the existing and valuable staff resource within the sector in order to achieve the Vision of 2010. Service providers will also work to developing creative solutions in terms of the utilisation of the current staff resource as part of the re-configuration process; for example, redeployment, transfer options to other services, training and up-skilling, options for paid and unpaid leave, parental leave, career breaks, transfers, etc. Notwithstanding the aforementioned, it is noted that redundancies may occur as a last resort.
4. The process of re-configuration into the *Pathway to Home* model will support providers to remain 'playing to their strengths' in terms of quality standards in service provision, effectiveness and person-centred outcomes. This will require that current transitional, settlement, tenancy sustainment/ housing support service types will be re-configured on the basis of the 'Housing' element of the Pathway Model, whilst emergency accommodation/ outreach type services will be re-configured on the basis of the 'homeless' element of the Pathway Model.

Day Services will be re-configured to work across the homeless and housing elements of the Pathway Model and to ensure localised provision of required elements of day service provision across the Dublin region.

5. In the context of reconfiguration, it is essential that the target of achieving 350 tenancies from re-configuring existing Transitional and Long-term Supported Housing provision, in 2009, is achieved.⁴ This principle is understood in the overall context of the commitment to yielding 1,000 tenancies across the spectrum of available housing options in 2009 – i.e. Social Housing, Leasing arrangements, etc.

⁴ Note: A significant amount of work has taken place in relation to realising tenancies from this provision. Under the chairmanship of the ICSH, a partnership working developed proposed tenancy arrangements which will be put to current Transitional and Long-term Supported Housing providers in order to confirm the required tenancies committed to. It is acknowledged that further work in terms of promoting the need for certain legal requirements with respect to tenancy arrangements needs to be pursued in the long-term.

6. The reconfiguration process will ensure a strong commitment to minimising service duplication, whilst developing the quality and effectiveness of homeless and housing support services. In developing quality and effectiveness, it is acknowledged that there will be fewer homeless services in terms of quantity, in addition to a specific requirement to ensure equity of provision based on need, across the Dublin Region (i.e. localisation of services provision).
7. It is critical that the reconfiguration of existing provision requires consolidation of existing service provision with a strong emphasis on collaborative or integrated working. This may require a reduction of the quantity of funded organisations working in the homeless and housing support area whilst not compromising service quality, effectiveness and diversity.
8. To re-affirm the commitment in *Pathway to Home* to ensure the value and continued role of the voluntary sector in achieving the Vision of *A Key to the Door*.

ORGANISATIONS WORKING WITHIN THE PARTNERSHIP

9. All current funded services will be re-configured so as to ensure a clear fit with the *Pathway to Home* model of homeless and housing support provision and to agreed quality standards. Mapping and co-ordination of homeless service provision funded outside of the Homeless Agency arrangements will be undertaken so as to avoid duplication of effort/role and in ensuring that quality standards are achieved.
10. Where services are no longer required or necessary, the Partnership will work to re-orient the resulting resource to meet demand in other areas in keeping with commitments as outlined in *Pathway to Home*. Statutory funding for services will only be reduced or withdrawn on the basis that the housing, support and care needs of service users are met.
11. Decision making will be fair, transparent and ensure respect for all existing organisations (statutory and voluntary) and staff working within the sector. Service changes required will be by way of negotiation, agreement and where required facilitated processes. In exceptional circumstances where agreement is not possible, tendering procedures will be utilised as a last resort.
12. That all stakeholders will work collaboratively in achieving the full implementation of *Pathway to Home*, whilst recognising and respecting roles and responsibilities of each stakeholder.
13. That there will be a system of ongoing monitoring of both the rate of homeless presentation and the levels of throughput into and out of homeless services to ensure an appropriate level of flexibility of response and adequate contingency planning to provide for required service/support responses.

1.3 The Reconfiguration Process

The IAG acknowledged the importance, role and value of all statutory and voluntary partners and that any decision making regarding reconfiguration would be fair, transparent and carried out in a respectful and negotiated manner.

A statutory subgroup (under the chairmanship of the Homeless Agency) of the IAG was constituted by the Homeless Agency Partnership Board as a decision making body to ensure implementation of agreed actions generally and in particular to take on a negotiating role with funded providers in terms of the changes required to service delivery.

The Subgroup consisted of representation from the statutory funding bodies, the four Dublin local authorities, Health Service Executive in addition to the Homeless Agency. It was agreed that the Director of the Homeless Agency would maintain a strong link with the voluntary Homeless Network in terms of supporting the Network in the areas of assistance, advice, facilitation and mediation throughout the reconfiguration process.

The statutory subgroup was tasked to meet and negotiate with individual service providers and extensive formal discussions commenced in November 2009 with individual services, involving their respective executive management teams and respective Board members on the proposed future direction for each organisation.

In determining the proposed future direction of service provision, the IAG statutory subgroup took into account a number of key factors which include the following.

- Strategic fit with the full spectrum *Pathway to Home* model of homeless and housing support services
- Localisation of provision across Dublin city and county
- Quality standards in place in each organisation, taking into account previous evaluations, audit of built environment
- Guiding principles of reconfiguration
- Analysis of primary and secondary data sources (HNA, *Counted In*, local authority data, HPU etc)
- Individual organisation's existing service provision and strengths
- Individual organisation's expressed view on their future role in the *Pathway* model
- Audit of homeless accommodation
- The need to consolidate resources
- Governance and financial sustainability of individual organisations
- Outcomes and recommendations of various working groups (e.g. Housing Support for complex and diverse needs, Day Service provision)

To facilitate service providers in the reconfiguration process, the Homeless Network allocated resources specifically to support organisations facing significant change. Independent facilitation and specialist advice and support on human resource issues were made available to organisations as required.

A series of meetings took place between the IAG statutory subgroup and individual providers with the aim being to ensure an agreement in principle in terms of future direction of service provision for each organisation aligned to the *Pathway to Home* model and with the above key factors as a benchmark to support the appraisal process.

It was also agreed at the outset that following agreement in principle, the Service Level Agreement process would commence at which stage detailed service planning and costings would form the basis of negotiation - therefore this is the stage at which this mapping document should be understood.

1.4 Analysis of support need for people experiencing homelessness

The IAG Statutory Subgroup was cognisant of the estimate of housing support need to guide the reconfiguration process, which was arrived at through the analysis of the Holistic Needs Analysis (HNA) data returns. This information was used for high level or macro analysis of need in order to determine the overall direction as to where resources should be aligned and it is strongly noted that this analysis is presented as very high level and to act as a guide in terms of future service planning.⁵ The HNA analysis indicated that 3 in 10 households were capable of independent living with no supports, 5 in 10 households were capable of independent living with visiting support and the remaining 2 in 10 households required long-term onsite support (see table below for further detail).

Housing Support: HNA findings

(Pathway to Home, 2009: headline housing support findings (pp62) plus additional detail)

		No Support	Temp. Support	Long-term support
2144 Households	1762 households requiring 1-bed units (no children) =	514 households have no support need	893 households have a temporary support need	355 households have a long-term support need
	382 households requiring 2-bed + units =	105 households have no support need	224 households have a temporary support need	53 households have a long-term support need
Total		619 (29%)	1117 (52%) Visiting HS	408 (19%) On-site HS

⁵ Note: There is a commitment to ongoing analysis of need, which will be used in order to continue the process of service planning based on current need.

In moving towards the *Pathway to Home* model and the emphasis on shifting resources to deliver effective quality homeless services and long-term supports for people in housing, the principles pointed towards a more collaborative and integrated homeless services sector. It was acknowledged that in the current homeless system, there was significant duplication of services across the range of provision. The Partnership agreed that in order to effectively implement the *Pathway to Home* model, organisations would be required to work in collaborative partnerships, which could entail formal partnership structures, contractual arrangements or mergers involving the full transfer of undertakings of one organisation to another.

The IAG Statutory Subgroup considered all funded organisations in this regard and established a facilitated process whereby these organisations would meet with prospective lead providers to discuss potential partnership working/mergers, of which detail is provided later on.

1.5 Communications Plan on the Reconfiguration

The IAG has developed a comprehensive communications plan on the reconfiguration of homeless and housing support services aimed at informing key audiences of progress. Amongst the communications target groups are people who are experiencing homelessness, homeless services staff, the public, elected representatives and the media.

The importance of communications aimed specifically at informing service users of the changes occurring in provision cannot be over emphasised. Steps are underway to ensure that the housing and support needs of current homeless service users are fully assessed and plans being developed to find and secure appropriate long-term housing and support services for them.

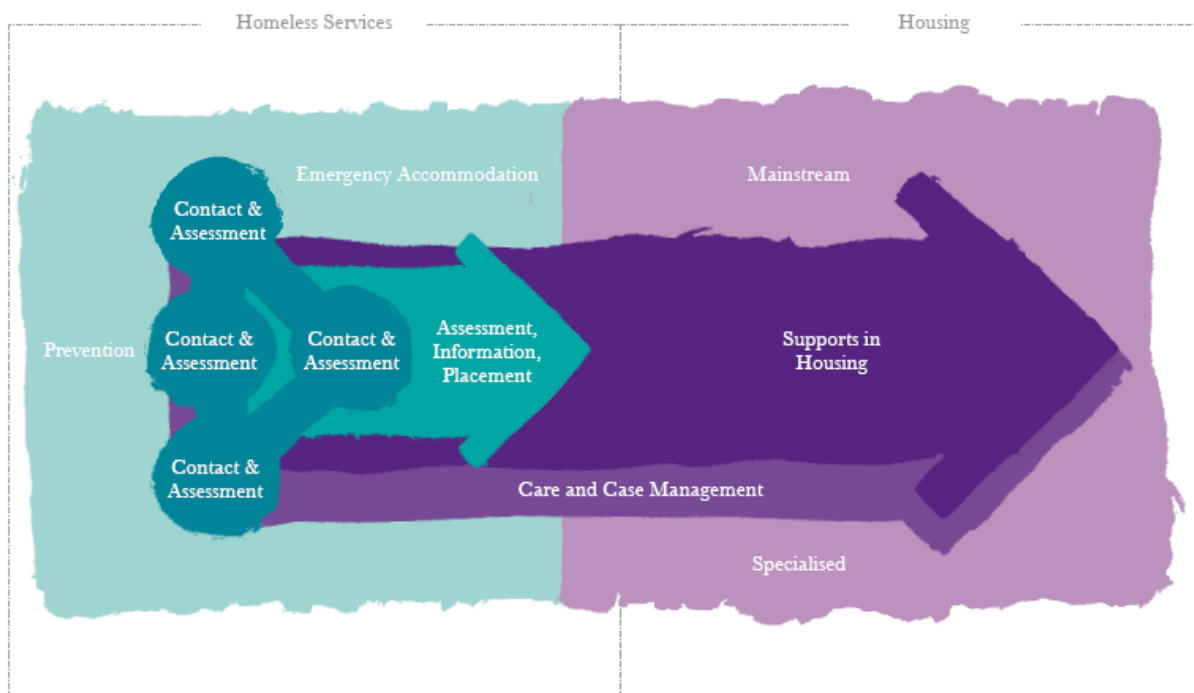
2. Mapping of Reconfigured Homeless and Housing Support Services in line with the *Pathway to Home* model

The primary focus of the *Pathway to Home* model of homeless and housing support services is to simplify and speed up the journey and exiting of homelessness for households experiencing homelessness. Therefore the sought after outcome of the *Pathway to Home* model is to minimise the length of time people stay in emergency accommodation and to maximise assistance in accessing long-term housing with supports.

The *Pathway to Home* model has three interrelated and mutually dependent elements to its structure as indicated in the figure below, namely;

- Interventions and services that prevent homelessness
- Temporary accommodation and homeless services
- Housing with supports

Blueprint for reconfiguration of homeless services into a *Pathway to Home* model of service provision, Homeless Agency Partnership Submission to Government, December 2008



A key feature of the *Pathway to Home* model is to establish a system of homeless and housing support provision so that services are reconfigured in line with the agreed portfolio of housing and accommodation types set out in Table 1 on page 10.

Table 1: Portfolio of *Pathway to Home* Services

A: Prevention Services	B: Temporary Emergency Accommodation and Services	C: Housing and Housing Support Services
<p>A1: The Local Authority Homeless Helpline: a 24-hour free phone service providing information, advice and (on an out-of-office hours basis) initial contact and placement into temporary emergency accommodation (TEA)</p> <p>A2: The Local Authority Housing Service: (across all Dublin local authorities) providing information and advice and referral to prevention services A1, A3 and A5 where appropriate.</p> <p>A3: The Community Welfare Service: a statutory service providing income maintenance, early interventions and access to housing options that prevent rooflessness and shorten and truncate an episode of homelessness.</p> <p>A4: The Contact and Outreach Services: that delivers early interventions, initial contact and placement into TEA to prevent rough sleeping and rooflessness,</p>	<p>B1: The Local Authority Housing Service: providing initial contact and placement (based on common criteria in use across all Dublin local authorities) into temporary emergency accommodation.</p> <p>B2: The Local Authority Housing Service's Centralised Placement Service: confirms and monitors access to all temporary emergency accommodation via a bed management function.</p> <p>B3: Supported Temporary Accommodation: (STA), including in-reach services provided by the HSE, FÁS, VEC etc and housing support services for persons moving into housing</p> <p>B4: Temporary Emergency Accommodation: (TEA) including housing support services for persons moving into housing</p>	<p>C1: The Local Authority Housing Service: providing the Assessment of Housing Need and delivering priority access to all available housing options⁶, including specialised housing schemes with on-site housing support services.</p> <p>C2: The Housing Support Service: including Visiting Housing Support Services and On-site Housing Support Services that are provided in addition to established mainstream social service provision.</p>

⁶ Mainstream Housing Options, including (a) Local authority social rental (b) Approved housing body (housing association) social rental (c) Rental Accommodation Scheme (RAS) social rental (d) SWA rent supplement private rental (e) The new Supported Housing Leasing Arrangement (f) Local authority affordable housing schemes and shared ownership housing. Specialised Housing Options, including (a) Local authority group housing schemes for the elderly (social rental), (b) Approved housing body (housing association) group housing schemes (social rental) (c) the new Supported Housing Leasing Arrangements with on-site support

A5: The Homeless Prevention Services: specifically: day services, information, advice and advocacy services, mediation and dispute resolution services and early intervention housing support services that prevent homelessness. In addition, all mainstream public services have a role in preventing homelessness (see section 3).		
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Based on the portfolio, or range of *Pathway to Home* services, the following detail provides an account as to the new services to be provided under the pillars listed below; in addition the detail also points to important organisational changes as a result of the reconfiguration process.

A: Prevention Services

B: Temporary Emergency Accommodation and Services

C: Housing and Housing Support Services

2.1 A: Interventions and services that prevent homelessness

Below are the five core elements under the prevention strand as described in Table 1.

- A1: Local Authority Homeless Helpline
- A2: Local Authority Housing Service
- A3: Community Welfare Service
- A4: Regional Contact and Outreach Team
- A5: Homeless Prevention Services

A1 and A2: Local Authority Homeless Helpline and Local Authority Housing Service

The four Dublin local authorities have developed draft operational plans for the Local Authority Housing Service, the main contact point for persons presenting as homeless. All four local authorities have established core teams in each local authority area responsible for the running and management of the Assessment and Placement function, the Helpline and the Bed Management System (Note: the bed management system is currently in development as part of the new shared client database system PASS⁷). A comprehensive draft operational plan is included in the appendices section.⁸

⁷ Pathway Accommodation and Support System, PASS

⁸ Note: The draft operational plan is draft and is subject to consultation with key stakeholders.

A3: Community Welfare Service

The *Pathway to Home* model recognises the need to maintain and enhance the welfare and income maintenance competency as part of the core functions of the Community Welfare Officers aligned to the Homeless Persons Unit to prevent homelessness for socially excluded persons. The enhanced Community Welfare Service (CWS) role would be reconfigured to deliver a local and flexible service offering immediate diversion from entry into temporary accommodation and towards accessible private rented housing. It is required that the enhanced Community Welfare Service would work closely with the Local Authority Housing Service to deliver a local registration, referral, and welfare advice for persons presenting as homeless.

Currently, a crucial preventative aspect of the CWS is in the provision of in-reach to both hospitals and prisons in the Dublin area. It is critical for the effective implementation of the *Pathway to Home* model that this preventative function is protected and maintained.

There are current negotiations taking place between the Homeless Persons Unit (Community Welfare Service), HSE and the Department of Social Protection (DoSP) on the wider issue of the transfer of core functions of the CWS back to the DoSP. The IAG are mindful of the wider issues relating to same and the HSE are liaising with the DoSP to progress the enhanced function of the CWS. In addition the Dublin Local Authorities will work with the HSE in terms of agreeing the parameters of the enhanced CWO service to be delivered across the Dublin region - for which a final agreement has yet to be progressed.

A4: Regional Contact and Outreach Service

Under the *Pathway to Home* model, a Regional Contact and Outreach Service will be established to work across the four Dublin local authority areas. The model of outreach will take an assertive approach targeting entrenched rough sleepers and those considered roofless. The Regional Contact and Outreach Service will work as an integral element of the Local Authority Housing Service, particularly with the Assessment and Placement service and with Supported Temporary Accommodation and Temporary Accommodation providers.

The Dublin city and county Regional Contact and Outreach Service will be promoted as collaborative partnership working and the service will take on its own identity and name to reflect same. Operational plans are currently being developed and it is anticipated that the Regional Contact and Outreach Service will be fully operational during the summer period. It is also envisaged that the Regional Contact and Outreach Service will link closely with the specialist homeless psychiatric teams of the HSE.

Summary of Reconfigured Contact and Outreach Provision

As part of the reconfiguration, there will be a consolidation of the existing outreach provision into a collaborative partnership between two existing service providers, namely Dublin Simon and Focus Ireland.

Local Authority Functional Area	Lead Organisation and Service
All four Dublin local authorities	Regional Contact and Outreach Service - Dublin Simon, Focus Ireland – with Dublin Simon being responsible for the line management arrangements of the regional team.

A5: Day Service Provision

Day Service provision is strategically aligned to the preventative function of the *Pathway to Home* model, whilst also being available across the spectrum of homeless and housing support providers. Day Service provision is recognised as a vital front line role in engaging with and providing services to rough sleepers, a critical element of the 2010 Vision to end the need to sleep rough in Dublin. Under the reconfiguration, Day Services will offer a spectrum of programme activities aimed at reducing harm, social isolation, nutrition and access to the network of homeless, housing, social/ welfare and healthcare services.

Further programmatic development of Day Service provision was taken on by the Day Services Working Group who have set out provision as consisting of information, advice and advocacy services, mediation and dispute resolution services, key working/care and case management and early intervention housing support services that prevent homelessness. Reference is made to the Reconfiguration of Day Services Paper (March 2010), which provides a detailed account of intended provision and which should be read in the context of this paper.

The reconfiguration of day services centres on two primary aims

1. Ensuring that Day Services are coordinated in terms of maximizing accessibility, level of cover, opening hours and minimizing unnecessary duplication particularly in the city centre area
2. Diverting resources from the city centre to the localisation of Day Services across the Dublin local authorities.

It is also extremely important to emphasise the need for partnership and interagency working in order to deliver comprehensive support, social, care and health programmes to homeless service users, an approach that underpins the *Pathway to Home* model. Therefore Day Services will work closely alongside other *Pathway to Home* model services (Regional Contact and Outreach Service, STA providers, CWS, primary care health services and housing support services, etc).

There are two specific operational changes forthcoming to Day Service provision, which will ensure extended hours of provision in the Dublin City Council area and localisation of Day Service provision throughout the Dublin Local Authorities.

Operational Change - Phase 1 of the reconfiguration of Day Services will concentrate on extending day service provision in the Dublin City Council area. In this regard, Merchants Quay Ireland and Focus Ireland will take a joint lead in providing extended hours for day services based at the Focus Ireland premises located on Eustace St. The operational planning for this provision has commenced and will conclude shortly. Amongst the key target groups for this form of provision will be as follows:

- Those currently rough sleeping, using night-only hostels or residing in some private emergency accommodation for the duration of the transition of homeless services into the *Pathway to Home* model.
- Persons in crisis relative to currently or at threat of becoming homeless after 5.00pm in the evening.
- The need for a designated place for rough sleepers and for vulnerable people to access for key working/ provision of information and advice. This is seen as particularly important as the new forms of temporary accommodation are being reconfigured and in instances where homeless people may not want to access accommodation.
- Non-Irish nationals, especially those who are undocumented or with no legal status.

Operational Change - Phase 2 of the reconfiguration of Day Service provision will require that lead day service providers provide appropriate Day Service programmes across Dublin City and County as and subject to agreement with the statutory funders. A process of attaining agreement will commence with the following providers shortly.

- Crosscare, Focus Ireland and Merchants Quay Ireland

Summary of Reconfigured Day Service Provision

Local Authority Functional Area	Lead Organisation and Service
Dublin City Extended Hours	Focus Ireland and Merchants Quay Ireland – Joint Lead
Provision of Day Services in Dublin City and County	Crosscare, Focus Ireland, Merchants Quay Ireland, Capuchin Day Centre

Organisational Changes

A number of organisational changes in terms of forming collaborative ventures are in development, which will result in the following measures.

- The Board of the Vincentian Refugee Centre has agreed to merge with Crosscare.
- The Board of Tallaght Homeless Advice Unit (THAU) have agreed to enter a consultation process with a view to merging with Focus Ireland, in order to ensure the implementation of the reconfiguration of day services and providing programme activities in the South Dublin county area.

- The Capuchin Day Centre (CDC) will operate in the Dublin City Council area only. The Board of the CDC has agreed to continue with its existing day service provision including the range of in reach services currently available in the Dublin City area. Additional appropriate voluntary and statutory in reach services will be facilitated on site in the CDC by agreement.
- Depaul Ireland will make available Back Lane as a resource facility for Day Service provision.

A5: Homeless Prevention Services

Prevention type services, which are separate to mainstream state services, under the *Pathway to Home* model includes independent housing information, advice, advocacy and brokerage with explicit focus on service delivery such that they:

- Prevent homelessness through quality information and advice.
- Divert people who are at immediate risk of homelessness away from emergency accommodation through information, advice and referral.
- Reduce the length of time people spend in temporary accommodation through information on housing options and assistance with securing tenancies.

Dun Laoghaire/ Rathdown County Council (DLRCC), Fingal County Council (FCC) and South Dublin County Council (SDCC) have identified and evidenced the requirement for additional preventative and tenancy sustainment type service for social housing residents in their area.⁹ The volume of such cases has been increasing exponentially therefore requiring additional resources by the local authorities in dealing with the escalating number of cases. In addition existing posts within the local authorities currently aligned to both tenancy sustainment and outreach work will be reconfigured into the assessment, placement and allocations functions of the Local Authority Housing Service. This would facilitate the Local Authorities in building on the expertise already existing and to integrate these important competencies into the assessment and placement teams to be established. Given the specific expertise established, which will by necessity, require that additional tenancy sustainment resource from existing NGO provision be made available.

Therefore under the reconfiguration of existing provision, Focus Ireland and Dublin Simon will deliver preventative and tenancy sustainment services to DLRCC, SDCC and FCC, specifically to assist current social housing tenants at risk of losing their tenancy. This will be achieved by way of negotiating and agreeing in terms of realigning existing resources from within these organisations to undertake this work (i.e. via a process of reconfiguring existing resources aligned to existing teams providing resettlement services). A process of reaching terms of agreement with both these providers will commence shortly, subject to the development of SLAs for same.

⁹ An analysis of need for preventative tenancy support type provision carried out in DLRCC, FCC and SDCC shows that there is a requirement of preventative support to be provided for existing social housing tenants. For example in SDCC on average 120 cases on any given time and further estimates that approximately 48 cases are not in receipt of support owing to resource constraints. In Fingal, on average 40 cases are dealt with by the current Tenancy Sustainment Officer with a further 60 cases requiring this type of support currently not being dealt with. In DLRCC, there is on average 200 cases being worked with which require tenancy support with a further 200 cases being identified as requiring tenancy support should a resource for same be made available. It is acknowledged that further work is required in order to further evidence the numbers of cases presenting requiring preventative type interventions in the home.

In the Dublin City Council area, the existing Welfare Team will provide tenancy sustainment to existing DCC tenants.

Threshold's Access Housing Unit will be reconfigured to have an enhanced role across all four Dublin local authority areas. This means that, in addition to its current services, Threshold's Access Housing Unit will provide assistance and support in partnership with the four Dublin local authorities to the providers of Temporary Accommodation (STA and TEA) and to local authority clients who are homeless or at risk of homelessness. This will consist of housing advice and assistance in accessing secure private rented accommodation for those service users with primarily a housing need.

Summary of Reconfigured Prevention Services

Local Authority Functional Area	Lead Organisation and Service
Dublin City	Dublin City Council Welfare Service Threshold, Access Housing Unit
Dun Laoghaire/Rathdown	Threshold, Access Housing Unit Focus Ireland Dublin Simon
Fingal	Threshold, Access Housing Unit Focus Ireland Dublin Simon
South Dublin	Threshold, Access Housing Unit Focus Ireland, Community Settlement Service Dublin Simon Re-Settlement Service

2.2 B: Temporary Emergency Accommodation and Services

Below are the four core elements under prevention strand as described in Table 1.

- B1: Local Authority Housing Service
- B2: Assessment and Placement Service
- B3: Supported Temporary Accommodation
- B4: Temporary Accommodation

B1 and B2: Local Authority Housing Service and Assessment and Placement Service

Refer to section A1 and A2.

B3 and B4: Supported Temporary Accommodation (STA) and Temporary Accommodation (TA)

Under the *Pathway to Home* model, the four Dublin local authorities will work to ensure appropriate quantity of temporary emergency accommodation to meet the needs of the city and county area and that existing resources would be redirected from the current oversupply of emergency accommodation in the city council area to localising same in the other county areas. The *Pathway to Home* model envisages the utilisation of fit for purpose, quality buildings for temporary accommodation and that the private emergency accommodation will have a residual role into the future.

In planning for the provision of Supported and Temporary Accommodation, an initial and minimum estimated performance target of 150-200 units of fit for purpose, quality accommodation for supported temporary accommodation would be put in place; however strictly on the basis of this being a performance target and an initial minimum target range for this type of provision. The following key principles were also of consideration in this regard.

- To facilitate the Partnership to establish the homeless accommodation element of the *Pathway to Home* Model.
- Facilitate the Dublin Local Authorities in commencing the assessment and placement function as of January 2010.
- Facilitate partnership in achieving 'Core Action 5' of *A Key to the Door* which is to continue to 'localise mainstream and specialist homeless services'.
- Further develop and 'test run' the model that has been adopted by the Partnership.
- Facilitate priority requirements as proposed and outlined in the Multi Agency Group on Sex Offenders (MAGS).

IMPORTANT NOTE: Estimating the need for temporary accommodation remains a key challenge for both local authorities and voluntary providers. There is an ongoing commitment to ensuring that actual demand for temporary accommodation (both supported and otherwise) is catered for. This will be achieved by way of developing projection models in order to ensure the level of temporary units required meets the need/ demand presenting. Critical to more accurately projecting the need will be the full rollout of the PASS system (i.e. shared client database system), which will provide 'real time' information in terms of homeless presentation - thus allowing for more enhanced planning for services and accommodation needs.

This initial range estimated should be regarded in a highly flexible manner with full cognisance of the need to ensure there is adequate accommodation at all times. It is strongly noted that ultimately the estimated need at any given time for temporary forms of accommodation units for STA/TA provision can only be determined on the basis of the rate of presentation of homeless service users and the capacity to meet the housing and support needs of households exiting homelessness with a firm understanding on the pretext that sufficient housing is made available; this will be an important determinant in terms of adjusting the level of temporary accommodation required (supported or otherwise). Further, given the dynamic nature of homeless presentation, it is noted that in relation to STA and TA, the exact quantum of units to be delivered will be the subject of negotiation with individual providers and subject to the actual/ current needs of service users as reconfiguration progresses.

The *Pathway to Home* model is composed of two forms of temporary emergency accommodation called Temporary Accommodation (TA) and Supported Temporary Accommodation (STA).

Temporary Accommodation

TA refers to provision of accommodation appropriate for persons with either low to no support needs, that is, those that primarily have a housing need and do not require any 'programme type supports'. These persons will have been assessed by the Assessment and Placement Service (initial contact) as having no significant support requirements, where the persons stability is of major concern (i.e. no

significant presentation to do with mental ill health, psychological or addiction issues and do not pose a risk to themselves or others – thereby having no to very low support need requirements). The assessment and placement team will have ongoing responsibility for ensuring that those persons placed in TA are placed appropriately - i.e. should there be a change in the person's circumstances whereby they should ideally be placed into a supported type environment - i.e. STA. It is acknowledged that housing would be the main priority need for these clients and so the resourcing of this type of TA provision would be far less than for STA provision. Therefore it is envisaged that client will have relatively short stays and thus be able to cope with higher throughput of people.

Operation of Temporary Emergency Accommodation

The three local authorities Fingal, DLRD and SDCC are in the process of establishing Temporary Accommodation within their local area to ensure the need for those with low to no support can be accommodated, whilst Dublin city Council has ringfenced a proportion of its required TA units for this purpose. The Dublin Local Authorities have agreed to manage this resource directly and will take full responsibility is taken in relation to same. In particular the Dublin Local Authorities have agreed to take a regional approach to this need, whereby this provision becomes a shared service.¹⁰

In terms of private emergency accommodation, it was agreed in the *Pathway to Home* model that the use of private emergency accommodation would be residualised over time and where possible Dublin City Council would work to secure these properties on a long- term basis in order to offer current residents secure tenancies. To date, Dublin City Council has decommissioned a total of 362 beds that were no longer required within the homeless system. Acknowledging the dynamic nature of homelessness, the city council are monitoring closely the need for adequate bed capacity in the system.

Summary of Temporary Emergency Accommodation Provision*

Local Authority Functional Area	Lead Organisation and Service	No. Units
DCC	Dublin local authorities	
DLRD	10 units will be identified and established Dublin local authorities	
Fingal	10 units will be identified and established Dublin local authorities	
SDCC	10 units will be identified and established Dublin local authorities	
Approximate Total :		66

¹⁰ The local authorities will adopt a regional approach in terms of the utilisation of temporary accommodation. It is noted that the bed management system will greatly assist in the utilisation of this resource whereby one Local Authority can utilise a resource in one of the other Dublin local authority areas.

Supported Temporary Accommodation

(STA) on the other hand refers to the provision of accommodation and programmatic activities appropriate for persons who have more specialised health, care and support needs or complex needs¹¹ - in addition to a housing need. All STA provision will be **low threshold**¹² and available to all homeless households, where prevention has not been successful, and configured on the following categories of service users:

- Persons with needs related to mental ill health and drug / alcohol dependency
- Persons and dependents fleeing domestic violence
- Ex offenders
- Persons leaving institutional care
- Young persons leaving care

The configuration of STAs will be delivered on the basis of the following groups:

1. Singles/ Couples
2. Families
3. Young People
4. Gendered focussed accommodation – specifically women fleeing sexual/ domestic based violence¹³

In respect of the delivery of STAs, a total of seven lead organisations will deliver same across the Dublin Region.¹⁴ The seven lead STA providers are listed below.

- Crosscare
- Depaul Ireland
- Dublin Simon
- Focus Ireland
- Novas Initiatives

¹¹ In terms of complex homeless presentation, the household may typically present with multiple needs with three or more of the following:

- mental health problems
- misuses of various substances
- personality disorders
- offending behaviour
- borderline learning difficulties
- disability
- physical health problems
- challenging behaviours
- vulnerability because of age

¹² In the context of providing STA to complex needs, the aim of a low threshold service must be to ensure that the criteria for entry to a service is kept to an absolute minimum and where the full range of programmes can be offered following an assessment of need. All STAs must maintain a strong connection with the local authority Assessment and Placement Service in this regard in order to ensure access to appropriate services for complex needs cases are in place. Whilst exclusion criteria is not anticipated, the service level agreements for STAs must clearly spell out any variance in this regard

¹³ It is noted that the development of new quality standards for STAs for this category of need will need to include specific reference/ standards being developed for providers in terms of good practice where the management of responses to domestic violence is concerned.

¹⁴ Lead providers will become responsible for the Service Level Agreement arising between the statutory funder and provider.

- The Peter McVerry Trust
- The Salvation Army

Summary of Supported Temporary Emergency Accommodation Provision

In summary, the following Supported Temporary Accommodation will be established with a potential capacity of available units as shown below.

Local Authority Functional Area	Organisation and Service	No. Units*
Dublin City Council	Crosscare - Haven House	
	Salvation Army - Granby Centre & York House	
	Dublin Simon - Ushers Island and alternative fit for purpose building for Harcourt Street ¹⁵	
	Focus Ireland - Georges Hill ¹⁶	
	Peter McVerry Trust, Whitwort Road ¹⁷	
	Focus Ireland - Aylward Green ¹⁸	
	Depaul Ireland in collaboration with YMCA, Rendu and Daisyhouse - Aungier Street, Emor Street and SCR ¹⁹	
Dun Laoghaire /Rathdown County Council	Crosscare - Bentley Villas	
Fingal County Council	Peter McVerry Trust - Ravenswood Peter McVerry Trust - Avoca	
South Dublin County Council	Novas - Tallaght Novas - Clondalkin	
Potential Capacity of Units:		257

Organisational Changes as Part of the Reconfiguration Process

A number of organisational changes in terms of forming collaborative ventures are in development, which will result in the following measures:

- The YMCA and Depaul Ireland (lead service provider) will work to forming a collaborative partnership in relation to the delivery of supported temporary accommodation in Dublin City, whilst ensuring that existing non homeless funded YMCA programmes continue to operate as normal and to the same high quality standard

¹⁵ To include specialism in addiction treatment to be provided in a regional basis.

¹⁶ Young People.

¹⁷ Young People.

¹⁸ Families.

¹⁹ To include ring fenced provision for gendered crisis accommodation for women.

- Daisyhouse Housing Association and Depaul Ireland (lead service provider) will work to forming a collaborative partnership in relation to the delivery of supported temporary accommodation in Dublin City
- Rendu and Depaul Ireland (lead service provider) are currently in negotiation with a view to forming a collaborative partnership in relation to delivering Supported Temporary Accommodation in the Dublin Area.

Designated Facilities for Severe Weather Conditions

As part of the reconfiguration of existing provision, a key element of the contingency planning in the sector will be having in place an identified facility for the purpose of implementing Cold Weather Initiative planning.²⁰ This requires that a facility be made available for this purpose annually. In this regard, potential capacity of up to 35 beds based at the current Back Lane Hostel, managed by De Paul Ireland, will provide for the designated Severe Weather Facility.

2.3 C: Housing and Housing Support Services

Below are the two core elements under Housing strand as described in Table 1 on page 10 of this document:

- C1: Local Authority Housing Service
- C2: Regional Housing Support Service

C1: Local Authority Housing Service

Refer to section A1 and A2.

C2: Dublin Regional Support System in the context of Housing

The establishment of a Regional Housing System in the context of housing to operate across the Dublin region is one of the critical elements underpinning the successful implementation of the *Pathway to Home* model. The sought after outcome of the housing support service is the provision of housing related support and assistance to an individual with particular needs that prevents homelessness and enables the individual to occupy or continue to occupy their housing or sole/main residence with the care and support needed as appropriate.

Detailed work has been undertaken in terms of developing a typology of housing support, which should be read closely in conjunction with this paper (see appendices for relevant extracts). Essentially, it is

²⁰ Severe Weather planning builds on previous partnership responses in providing emergency provision for rough sleepers in Dublin City, this plan provides for a range of measures to be implemented in the event of a period of exceptionally cold weather based on the following key principles:

- To provide for a harm reduction approach to people sleeping rough in the context of severe weather conditions
- In meeting the above need, to ensure a co-ordinated and collaborative response in meeting the above objective

envisaged that there will be 'four inter-related' categories of housing support service types, set out as follows.

1. Permanent on-site Housing Support function/service
2. Semi-permanent on-site Housing Support function/service
3. Visiting Housing Support function/ service (specialist crisis intervention)
4. Visiting Housing Support function (generic)

The rationale for having in place a housing support system approach is predicated on the needs, in particular, of those presenting with complex and diverse needs – i.e. people who present with multiple support needs that require a range of interventions from a range of providers co-terminus with a housing need.²¹ This will ensure that an 'equality of outcome' is achieved for the service user²², which in turn requires the creation of services that cross organisational boundaries such as housing and health in particular.

Critical to the above, is the development of a system of management and decision-making is in place and vested in a central authority (i.e. the local authority and HSE joint management body) that allows for the exercise of authority and control in the process of decision-making. In this context, it must also be clearly understood that the delivery of housing support and care programmes aimed at complex social issues such as homelessness, requires an appreciation of the inter-dependence of both 'governmental and non governmental' agencies in the achievement of this important policy objective. It was accepted by the Homeless Agency Partnership and reflected in the principles of reconfiguration that providers would 'play to their strengths'. On this basis, and given the knowledge, skills and competencies of current transitional, settlement, tenancy sustainment, housing support type services, very careful consideration was given in terms of how best to align this provision to the *Pathway to Home* model.²³

Following on from an intensive period of analysis and negotiation with all funded providers, the following represents the services required and configured in line with the housing support typology as presented earlier (see appendices) in addition to the organisations reconfigured to provide same.

IMPORTANT NOTE: Again, it is critically important to note that the numbers of units represented provide an estimate as to the capacity available. The estimates derived from the needs assessment has been taken into consideration in relation to same and to act as a guide for planning purposes. The requirement for the range of supports outlined to follow must be viewed in a highly flexible manner and final decision making will have to be based on 'actual/ current need' of service users. This will be finally determined as part of the Service Level Agreement process.

²¹ For example, dual diagnosis, major physical health issues in addition to training education and employment needs.

²² For example, those presenting with multiple needs should have services provided to them in order to maximise independence.

²³ It is noted that some existing transitional housing providers were not in a position to remain as a housing support service owing to particular circumstances specific to each organisation. In this regard, the statutory IAG subgroup had to have regard to alternative options and the need for such services in the homeless element of the Pathway model and subject to need.

Categories 1 & 2

Permanent on-site Housing Support function/service

Semi-permanent on-site Housing Support function/service

The analysis of need for housing support demonstrates that a small proportion of homeless households may never be able to live independently (the high level analysis suggests this to be at 19%), and therefore requiring the provision of support and care in an on site capacity. The National Homeless Strategy, *The Way Home*, also acknowledges this via priority action 4.4 which envisages the need for long-term supported residential accommodation.²⁴ In this regard the reconfiguration of existing provision will conform to provide for this group of persons on the basis of both permanent and semi-permanent housing support, as follows.

Summary of Housing Support Services

Categories 1 & 2

Permanent on-site Housing Support function/service

Semi-permanent on-site Housing Support function/service

- Permanent on-site Housing Support function/service

Local Authority Functional Area	Organisation and Service	No. Units
Dublin City Council	AIDS Fund - Granby Lane	
	DCC Oak House	
	Dublin Simon - *Alternative Facilities (NCRd)	
	Dublin Simon - Dorset Street	
	Salvation Army - Granby Centre	
	DCC - Maple House	
	Focus Ireland - Stanhope Green	
	Focus Ireland - George's Hill	
	Sisters of Our Lady - Beechlawn	
	Depaul Ireland - Sundial House	
	Depaul Ireland - Orchid House	
	Depaul Ireland - Back Lane	
	Sophia - Cork Street	
	Dublin Simon - Canal Rd	
	Salvation Army - York House	
	Sonas - Ringsend	
South Dublin	Sonas - Clondalkin	
Potential Capacity of Units:		457

²⁴ See pp. 27 of *The Way Home* Implementation Plan.

*Note: A replacement for Dublin Simon NCR is currently underway

- **Semi-permanent on-site Housing Support function/service**

Local Authority Functional Area	Organisation and Service	No. Units
Dublin City Council	Sonas, Killester	
	Sophia (various locations)	
Dun Laoghaire/ Rathdown	Sophia, Camberley	
Fingal	Sophia, Donabate	
South Dublin	Sophia, Tallaght	
All four Dublin areas	HAIL Housing (various locations)	
Potential Capacity of Units:		189

IMPORTANT NOTE: It is noted that the agreement as to which facility will constitute on site permanent or semi-permanent and the quantum of units to be delivered will be the subject of negotiation with individual providers and subject to the actual/ current needs of service users as reconfiguration progresses.

Categories 3 & 4

Visiting Housing Support function/ service (specialist crisis intervention)

Visiting Housing Support function (generic)

The needs analysis shows that approximately 52% of Dublin's homeless population require some form of visiting housing support. In terms of shifting the emphasis to providing long- term housing with supports, the DEHLG launched the 'Support to Live Independently' (SLI) Scheme in 2009 specifically to help households move out of homelessness progress towards independent living. Following the launch of the scheme, the Dublin local authorities, with the assistance of the Homeless Agency, held an open competitive tender process to establish a new visiting support service. Contractual arrangements are being developed by Dublin City Council at present with the preferred bidder being Dublin Simon to deliver visiting housing support service for households in current temporary forms of accommodation with low to moderate support - the evidence of need strongly suggests that this is the main form of visiting support required in the region (and will be subject to further contracts being awarded as part of the framework agreement currently in place)²⁵.

²⁵ Note: A Framework Agreement for the supply of visiting support services is now in place in the Dublin Region with the following providers included – Dublin Simon, Focus Ireland in partnership with The Peter Mc Verry trust, Direct Service Provision, Merchants Quay Ireland and Depaul Ireland in partnership with Sonas, Sophia and HAIL.

In addition to the above, the analysis of need also indicates the requirement, albeit for a smaller group of people, for a specialist form of visiting support where mental health²⁶ and domestic violence²⁷ is concerned, across the Dublin region. With this in mind, the reconfiguration of services whereby specialist competencies can be offered by providers such as Sonas and HAIL Housing Association will be made available.

²⁶ National Strategy and policy for responding to mental health concerns in Ireland, as outlined in *A Vision for Change*, notes that homeless people with mental health problems are exposed to all the same difficulties that other homeless people encounter but have more trouble meeting their needs because of their mental health condition. Estimates of the prevalence of severe disorder among the homeless in other jurisdictions range from 25-50per cent. An Irish study of hostel dwellers in inner city Dublin, revealed 52per cent suffered from depression, 50per cent from anxiety and 4per cent from other mental health problems. This survey also found that 72% of homeless men in hostels, who met criteria for serious mental health problems, were not in receipt of care. Alcohol abuse has been cited as the single most prevalent health problem for homeless persons. The prevalence ranges from 29per cent to over 50per cent. Alcohol and substance abuse may be the primary cause of their homelessness and contribute to or cause their health problems; it may also be the case that alcohol and substance abuse may be a result of a person's homelessness. *A Vision for change* also notes that mental health services are currently funding and staffing over 3,000 places in over 400 residences for persons (albeit it nationwide but with a large proportion in the Dublin area) whose housing needs should more properly be the responsibility of the housing authorities. See *A Vision for Change* – pp. 143 – 144.

²⁷ Evidence from studies in Ireland show high prevalence rates of domestic violence:

- Since 1996, 159 women have been murdered in the Republic of Ireland. In 51% of the resolved cases, the woman was killed by her partner or ex-partner (Women's Aid, 2009)
 - A national study on sexual violence in Ireland, found that 42 per cent of women in Ireland had experienced some form of sexual violence in their lifetime, 70 per cent of perpetrators were known to the victim and almost one quarter (23.6 per cent) of the perpetrators were intimate partners or ex-partners (McGee et al, 2002).
 - The 1995 national prevalence study on the extent of violence against women within intimate relationships with men, demonstrated a domestic violence prevalence rate of 18 per cent.
 - This prevalence rate doubled to 36 per cent when women in doctors' surgeries in one Dublin area completed questionnaires on the extent of domestic violence (Bradley et al. 2002). In the survey of 1,692 women, 69 per cent reported controlling behaviour by their partners.
- Research carried out by the National Crime Council (Parsons & Watson 2005) has indicated a lifetime prevalence of physical, sexual or emotional violence by an intimate partner of 15 per cent for women. Whilst a significant number of men reported abuse (6 per cent) women's injuries tended to be more serious; women were nearly twice as likely as men to require medical treatment for their injuries and ten times more likely to require a stay in hospital.
- In a survey carried out on *Attitudes to Domestic Abuse in Ireland* by Cosc (2008), it was found that over 70 per cent of those surveyed considered domestic abuse against women to be commonplace, with 44 per cent stating that they personally knew of someone who had been a victim of domestic abuse.
 - In a study of pregnant women attending the Rotunda Maternity Hospital in Dublin, 12.5 per cent of women had experienced violence and abuse during pregnancy and 75 per cent of those women had been subjected to violence during their current pregnancy (O'Donnell et al 2000).
 - Recent figures from national women's organisations indicate a continued high level of abuse. In 2008, the Women's Aid National Freephone Helpline responded to 10,140 calls and the Dublin Rape Crisis Centre national helpline responded to 9,487 calls. In 2008, 4,638 individual women accessed domestic violence support services and 1,473 women with 2,381 children were admitted to refuges (SAFE Ireland 2009).

Summary of Housing Support Services**Categories 3 & 4**

- a) Visiting Housing Support function (generic)
- b) Visiting Housing Support function/ service (specialist crisis intervention)

Local Authority Functional Area	Lead Housing Support Services - Visiting
All four Dublin Local Authorities	a) Dublin Simon (Generic - Support to Live Independently Scheme)
	b) Sonas Housing Association (Specialist-Domestic Violence)
	b) HAIL Housing Association (Specialist -Mental Health)

3. Access to Mainstream Health Services and Specialist Homeless Health Services

3.1 Mainstream Health Service Provision

Essential to the homeless strategy is access to health services. This is not only critical in terms of homeless prevention, but also in relation to people currently residing in homeless funded accommodation. The HSE's Primary Care Teams (PCTs) provide for a gateway to health services and the following tables outline PCTs in place in Dublin and those to be implemented by end 2010 within the HSE regions of Dublin Mid Leinster and Dublin North East.

Primary Care Teams in HSE Dublin Mid Leinster

Local Health Office:	PCTs in place:	Teams to be in place by end 2010
Dublin South City	Bride St. Irishtown Liberties Pearse Street. Rialto The Coombe	Harolds Cross Terenure West Terenure East James Street Rathmines
Dublin South East	Ballyogan Balally Dundrum/Milltown Churchtown Ranelagh Baggot Street Sandymount (changed to Sandyford)	Ballinteer Donnybrook Sandyford
Dublin South West	Brookfield Springfield Killinarden Curlew Road Jobstown 1 Jobstown/City West	Millbrook Old county Road Parnell Road Cashel Road Kilnamanagh/Tymon 1& 2

Dublin West	Dunawley/Deansrath Drumfinn/Ballyfermot Inchicore/Bluebell Clondalkin Rowlagh Clondalkin Moorefield Clondalkin Village Clondalkin Monastery	Chapelizod Cherry Orchard Decies Road
South Dublin	Dalkey Killiney Ballybrack Shankill Glenageary Glasthule Dun Laoghaire Sallynoggin	Monkstown Blackrock Carysfort Frascati

HSE Dublin / North East

Local Health Office:	PCTs in place:	Teams to be in place by end 2010
Dublin North	Coolock Darndale Harmonstown/Artane Priorswood Kilbarrack/Raheny 1 Kilbarrack/Raheny 2 Beaumont/Coolock Edenmore	Rush Balbriggan 1/2 Skerries Donabate Lusk Malahide Howth Sutton Kinsealy Portmarnock Swords 1/2/3/4 Oldtown Baldoye Clongriffin/Donaghmede 1 Clongriffin/Donaghmede 2
Dublin North Central	Ballymun Killester Millmount Ballybough Inns Quay A&B Mountjoy A&B Rotunda A & North City	Ballymun 2 Botanic B&C Beaumont D&F Gracepark Ballymun E & Whitehall B Whitehall C & Turnapin & Airport

	North Dock A&B North Dock C	Whitehall D & Beaumont A Drumcondra South A&B Clontarf West C & East D Clontarf West E&D Clontarf East B Clontarf East C & E
Dublin North West	Ashtown/Navan Road Corduff Mulhuddart/Tyrrelstown Mountview/Blakestown Littlepace Ongar Blanchardstown 2 – Huntstown Blanchardstown 5 - Clonsilla	Ballygall Finglas North Finglas South Finglas West Glasnevin Cabra West Cabra East Grangegorman 1 Grangegorman 2 Inns Quay Phibsborough

3.2 Specialist Health Service Provision

Homeless Mental Health Teams

North West Dublin Local Health Office - 'Programme for the Homeless' / Dublin South City Local Health Office - 'ACCES Team'.

In 2009, a need was identified to develop an integrated way of working between the two existing specialist mental health services for homeless persons in Dublin city which could compliment work being carried out by the Homeless Agency to meet the objectives set out under *Pathways to Home*. The 'Programme for the Homeless' has historically covered the Northside of the city whilst the 'ACCES Team' has historically covered the Southside of the city. A joint working group between both specialist services was established in August 2009 to implement a shared model of working between services with four initial objectives:

- Review workings of both teams.
- Map how services will continue / changes necessary.
- Develop shared operational protocols between teams – referrals/communication with other services / inpatient protocols / assertive outreach etc.
- Develop links to other agencies.

A shared code of practice for referral, admission, transfer and discharge to and from the specialist Dublin homeless mental health services has been developed and is in the final draft stages. The purpose of the policy is to promote and implement best practice in the process of treating and caring for homeless adults with mental illness, to include in reach into supported temporary accommodation. Central to this is access to the specialist homeless mental health services through a single point of entry

based on assessed need. Developing a comprehensive programme of assertive outreach and in-reach to A & E departments and mental health facilities to facilitate the discharge planning process is also being progressed.

In addition, the joint working group has established links with key managers and the national planning specialist within the HSE's social inclusion to develop a seamless way of working with other service providers in the implementation of the *Pathways to Home* policy. This includes collaboration with service providers in the reconfiguration of homeless hostels in the area, to ensure the needs of homeless adults with mental illness are identified and provided for in the reconfiguration process.

Specialist Medical Services

The HSE will draw on the knowledge and expertise of the Safety Net Primary Care Specialist Services to look at scoping out a future model for these services in line with the *Pathway to Home* Action Plan. Initial planning has taken place. Areas to be examined will include how existing services can be used to best effect to support reconfigured services, particularly STA, on an inreach basis.

The pathways to mainstream Primary Care Team and Specialist Services will be mapped out and supported by the resultant model as clients move to permanent housing tenancies as part of the Holistic Needs Assessment. Ensuring follow up with clients will be important to ensure that they have linked into health services as appropriate.

4. Access to Training, Education and Employment Services

In September 2008, the 'Challenges & Opportunities' workshop was held in the Homeless Agency, Parkgate Hall which brought together a range of training, education and employment and homeless service providers with the aim of reaching consensus on how best to pursue action P9 of the Homeless Agency Partnership Action Plan. Action P9 of the Homeless Agency Action Plan states:

'The Homeless Agency Partnership in consultation with the Department of Enterprise and Trade, FÁS, Department of Education, CDVEC, Business in the Community and other bodies will develop a strategy for implementing targeted training, education and employment initiatives for people experiencing homelessness.'

Following the workshop work took place (throughout 2009-2010) to map training, education and employment services available to people who experience homelessness and took cognisance of the need to address both the readiness of service users and the capacity and skill of services to assist them at their particular stage of readiness to engage. The final mapping, which is now complete, includes a background document (outlining indicators of readiness), a series of maps of current service provision, and an index of service details.

Work now needs to take place to review the outcomes of the mapping and revisit action P9 and agree the next steps. To this end the Homeless Agency is in the process of seeking suitable nominations from FÁS, IVEA and the Homeless Network (at policy /decision making level) with a view to the formation of a working group (to meet in the coming month) to begin this process.

It is noted that both FAS (including the LESN) and VEC will have a particular role in relation to provision training, education and employment opportunities for those resident in Support and Temporary Support Accommodation.

5. Next Steps

The detail of this document points to having in place an agreement in principle with providers in terms of services to be provided as part of the *Pathway to Home* Model. The next steps in the process will be for the statutory funders, with assistance from the Homeless Agency, to enter into formal negotiations with service providers regarding the funding required for the delivery of the services detailed herein. This will involve a co-ordinated approach with both the local authorities and the HSE establishing implementation teams for the purpose of same. All statutory funding will be subject to a re-appraisal of funding requirements based on the principled agreement reached between with service providers and ultimately guided by the available financial resources.

As referenced in the introduction, the need to maximise resources and ensure that efficiencies are made is of fundamental importance - especially in this time of economic constraints. Notwithstanding the commitment to ensure adequate funding, this will be a key factor as part of the funding appraisal process.

In addition to the above, a fundamental and key objective, for which this reconfiguration is taking place, is the elimination of long-term homelessness and the need to sleep rough in Dublin in 2010. This objective is wholly reliant on sufficient housing brought into being in 2010 – with 1,200 units of long-term accommodation required to meet this objective in the current year. Very careful planning at organisational, service and sector level is required in this regard so as to ensure that the objective of the homeless strategy is met, but more importantly that the person experiencing homelessness is central at this time of great change.

Critical to the success of implementation is achieving the required level of housing to meet the objective of the 2010 target. The Homeless Agency Partnership will be monitoring this area extremely carefully and will have central to decision making the following measure.

The detail regarding the new configuration, arrives having spent a significant level of time and effort in negotiating the required changes to current funded homeless service provision, with agreements reached meaning that the changes sought have been agreed 'in principle'. The next important stage of the process requires that:

- All new '*Pathway to Home Services*' will be subject to an appraisal of funding requirements prior to the statutory funders and service providers agreeing a final commitment in the form of a Service Level Agreement.
- As mandated under the homeless provisions of the Housing (Misc) Act 2009, officials representing the statutory agencies will be responsible for agreeing funding in accordance with National Homeless Policy, *The Way Home* and having regard to both adequate funding and the need to maximise to best effect the resources available given the current economic constraints.

- The full implementation of the services listed in this document is dependent on finance being made available from central government and a service level agreement between the statutory funders and services providers.

IMPORTANT NOTE: The individual who is experiencing homelessness is at the centre of decision making, recognising that services would only be reconfigured on the basis that the service users' housing, support and care needs would be met and that resources would be redirected to addressing their needs in long-term housing.

Appendices

Appendix 1 - Building Facilities Prioritised to be Decommissioned Subject to Housing Availability

- Charlemont Street
- Harcourt Street
- North circular Road
- Eblana
- Mount Brown
- Cedar House
- Bolton Street

Note: The above is in addition to the commitment to make residual the use of Private Emergency Accommodation across the Dublin Region - which is the responsibility of Dublin City Council in particular in collaboration with the remaining Dublin local authorities.

Appendix 2 - *Pathway to Home* Typology of the Support Services in Relation to Housing

IMPORTANT NOTE: This paper has been developed and considered by the Board of the Homeless Agency in response to the current reconfiguration of homeless related provision in the Dublin region. This paper attempts to set out a conceptual framework approach to developing a Regional Housing Support system in the Dublin context only and does not purport to represent an agreed national policy position and nor does it relate to the financing of homeless and housing support services.

To begin with, it is useful to distil discussion on the many variations of housing support envisaged and discussed by the working group to date. To do this, four inter-related units of the housing support service are set out as follows within the two allowable types of 'visiting' or 'on-site' housing support, as detailed in *Pathway to Home*.

1. Permanent on-site Housing Support function/service
2. Semi-permanent on-site Housing Support function/service
3. Visiting Housing Support function/ service (specialist crisis intervention)
4. Visiting Housing Support function (generic)

These units (or types) make up one overall unitary service (as discussed above) and are distinguishable by the following aspects of their provision:

- The delivery agent (this can be either an accommodation provider (i.e. the landlord) or a separate housing support service provider team or a combination of both whereby the landlord assumes the role of housing support provider)
- The delivery method of the housing support service
- The duration and intensity (or frequency) of the housing support service. The duration of support refers to the total anticipated period for which support will be provided to assist the tenant to live independently. The intensity of support refers to the frequency with which support is required to be delivered in response to the range of needs identified via the assessment process.
- The target group for the housing support service
- The functions/ duties (or 'balance-of-tasks') of the housing support service
- The person-centred outcome(s) for the housing support service

An attempt to summarise the overall typology is set out in more detail in the Table 1. It is fundamentally important to note that this typology is broad in scope and is not intended to categorise all target groups or interventions required. It is also important that the typology is reviewed following a reasonable period of implementation allowing for changes in trend/ demand, etc.

Table 1 Pathway to Home typology of the support services in relation to housing

Unit	Delivery Agent	Delivery Method	Duration & Intensity (Note: As determined by the needs assessment)	Target Group & Functions	Outcomes
1.	Accommodation Provider (LA, AHB, PRS) And/ or Housing Support Service Provider Team	Housing Support service delivered in-situ of person's home, on a 24/7 basis, and based on-site within demarcated and purpose built residential complex. Note: On call out-of-hours service can also be provided. In addition night time service may only require housing management only.	Long-term duration; High intensity/ frequency of service delivery	<ul style="list-style-type: none"> • Persons with enduring mental and physical health issues (including assistance required in terms of compliance with medication/ health regimes, etc) • Persons with enduring substance misuse issues (incl. drug users) • Persons with challenging behaviour and/ or offending behaviour (including sex offending) • Persons with physical health problems, age-related problems • Persons with learning difficulties; personality disorder • Persons with acquired brain injury • Persons with safety and security requirements • Persons with dual diagnosis <p>Function: advising and assistance with independent living tasks that may at some stage also overlap with health care, personal care or personal support tasks</p>	Greater autonomy, better resilience and ability to cope with a <i>quasi-independent</i> lifestyle

2	<p>Accommodation Provider (LA, AHB, PRS)</p> <p>And/ or</p> <p>Housing Support Service Provider Team</p>	<p>Housing Support service delivered in-situ of person's home, during normal working hours by Housing Support Service Team who visit the home but can be based both on-site and/ or off-site in Housing Support Provider's office/ base where an on-call and out-of-hours service can be established</p>	<p>Long-term duration;</p> <p>Moderate to high intensity of service delivery</p>	<ul style="list-style-type: none"> • Persons with enduring mental and physical health issues • Persons with enduring substance misuse issues (incl. drug users) • Persons with challenging behaviour and/ or offending behaviour (including sex offending) • Persons with physical health problems, age-related problems • Persons with learning difficulties; personality disorder • Socially excluded persons • Persons with safety and security requirements • Persons with dual diagnosis <p>Function: advising and assistance with independent living tasks that may at some stage also overlap with personal care or personal support tasks.</p>	<p>Greater autonomy, better resilience and ability to cope with a independent living and lifestyle</p>
3.	<p>Accommodation Provider (LA, AHB, PRS)</p> <p>And/ or</p> <p>Specialist Housing Support Service Provider Team operating across and within the Dublin region</p>	<p>Specialist and early intervention / preventative Housing Support Service.</p> <p>Delivered in-situ of person's home by Housing Support Service Team member who visits the home.</p> <p>On-call service and capacity to work across organisational boundaries</p>	<p>Short to medium-term duration; moderate to high intensity of service delivery</p>	<ul style="list-style-type: none"> • Persons with challenging behaviour and/ or offending behaviour (including sex offending) • Socially excluded persons whose tenancy is vulnerable and who are at risk of episodic or repeat homelessness (rooflessness) • Drug users • Domestic Violence • Persons with enduring Mental Health issues <p>Function: advising and assistance with independent living tasks/ skills that can prevent homelessness</p>	<p>Greater autonomy, better resilience and ability to sustain a successful tenancy and to live independently</p>

		Out-of-hours service as required.			
4.	Accommodation Provider (LA, AHB, PRS) And/ or Housing Support Service Provider Teams operating across and within the Dublin Region	Housing Support service delivered in-situ of person's home by Housing Support Service Team member who visits the home. Out-of-hours service as required.	Short to medium term duration; low to moderate intensity of service delivery	<ul style="list-style-type: none"> Persons who have recent and/ or previous experience of homelessness (rooflessness) and who require support to live independently Persons who are moving directly from homelessness into independent living Persons living independently but at risk of repeat or episodic homelessness Persons with challenging behaviour and/ or offending behaviour (including sex offending) Drug users <p>Function: advising and assistance with independent living tasks/ skills that secure an exit from homelessness</p>	Greater autonomy, better resilience and ability to live independently

The balance-of-tasks between healthcare and personal care support required to ensure the Housing Support Service meets complex needs

It is important to note that the previous outline of functions and tasks associated with Housing Support does not represent an exhaustive list of possible interventions associated with support/ care type services. Instead they are the initial spectrum of tasks and functions attributable to a unitary service that recognises that the type, duration and intensity of housing support provided to all service users will be focussed on meeting their needs in a holistic manner so that they move towards greater independence and living and the realisation of their rights.

It is all about the person-centred outcome of independent living, and this means delivering a housing support service that ensures greater autonomy for an individual and/ or family, better resilience and an improved ability to live independently (whilst acknowledging that some people may require support and care for the duration of their lives and not be capable of independent living).

Importantly therefore, the *Pathway to Home* Housing Support Service recognises that for a significant minority of persons/ households (currently estimated at 2 out of every 10) experiencing homelessness, there is a balance-of-tasks required in the delivery of the housing support service between advising and assistance with independent living tasks, and other functions or duties that may at some time also overlap with required health and personal care and personal support tasks.

The full spectrum of the balance-of-tasks required will only become established as the Pathway Model is implemented and becomes more bedded into operation / systematic in terms of operation and through ongoing review and evaluation over the medium to long-term. That being said, it is necessary to set out some details of what are considered acceptable tasks and duties required for households with complex needs within the unitary housing support service.

Feedback from working group members and Voluntary Network providers confirms how the housing support service that is to be delivered on-site in types 1 and 2 above (see table 1) requires the integration of personal health care elements that address the bio-psychosocial needs of service users with long-term health and care requirements directly attributable to their experience of homelessness. This is not to be confused with palliative or nursing home provision, but it is an integrated support and care 'package' that can deliver the following:

- Provision of emotional and motivational support;
- Promotion of positive mental health attitudes, self esteem and self-respect;
- Promotion of positive relationships;
- Promotion of positive behavioural change and adaptation;
- Compliance with medication regimes and medication management
- Addressing impacts of dementia and confusion
- Delivery of basic, intermediate and enhance life-skills
- Providing daily carer activities (incl. showering, incontinence support and toileting, laundry, cleaning, assistance in mornings and evenings)
- Provision of dietary nutrition and meals including cooking skills, food preparation and storage
- Support attending and maintaining medical and related care appointments
- Active addiction management and harm reduction interventions
- Managing complex and challenging behaviour
- Therapeutic and diversionary interventions

Integration of specialised and generic competencies within and across housing support teams

An important principle of the systems approach with regard to housing support service is that it can demonstrate an integration of competencies within and across housing support teams. This should mean developing working practices that allows for a form of 'vertical and horizontal' integration between on-site and visiting housing support team members and between specialist and more generic housing support tasks and functions.

The term, 'vertical and horizontal' integration, refers to strategies that can seek to integrate services (or interventions from a range of providers) simultaneously.

There will therefore be a need to work-up inter-agency work practices, policies and procedures that allow different providers to offer cover by way of being 'available to', 'on-call' or 'out-of-hours' as well as ensuring good practice in terms of the use of the agreed inter-agency protocols as adopted under Homeless Agency Partnership's Care and Case Management Initiative. On this basis intensive collaborative involvement from a range of service providers can become established as part of the case management working envisaged as characteristic of the regional housing support system.

In this regard, it is also critically important to note that other service types within the *Pathway to Home* Model (i.e. Unitary Outreach, STAs and Day Services) and within mainstream service provision (e.g. Health and Social – *Incl. Welfare* – type Services, Training, Education and Employment, Probation, etc) will also play a hugely important role in providing services and making certain competencies available to professionals working within Housing Support Teams (note: It is crucially important that the scope of practice or level of competence for housing support staff is determined and appropriate professional boundaries are established) . The following examples of 'vertical and horizontal' integration may assist in illustrating same:

- Where a visiting support service requires intervention from a day service provider where specialist addiction expertise may be required in the case of a significant addiction relapse.
- In the case of domestic violence where a family/ person is at risk and where specialist assessment from a competent provider is necessary in order to provide a service to both the victim and perpetrator.
- In the instance of a significant episode of mental ill health where the specialist mental assessment is required in order to stabilise/ devise a specific plan of interventions which lie outside the scope of a housing support or certain care professionals
- Where the persons support plan indicates a need for specialist money advise services - i.e. where the intervention lies outside the scope of competence of the housing support and or care worker

Appendix 3 - Dublin Local Authority Assessment and Placement Service (operational detail)

(Note: Subject to review and consultation)

Context and Introduction

In April 2009 the Board of the Homeless Agency Partnership adopted *Pathway to Home* in response to recommendations set out in the Evaluation of Homeless Services, Review of Finance and Expenditure and Counted In 2008. The overall conclusions reached as a result of these three critical priority actions in 2008 showed that substantial systematic changes were required to achieve the 2010 Vision to end long term homelessness and the need to sleep rough.

Pathway to Home sets out the new model for the delivery of the range of services to people experiencing homelessness in Dublin and that resources needed to be shifted away from providing temporary accommodation to long term support housing solutions. The plan was endorsed and agreed by the Board of the Homeless Agency Partnership which seeks the following;

- Reconfigure current homeless and housing support services into a Pathway model of provision
- The prevention of homelessness
- The provision of effective services in each of the four Dublin local authority areas and
- The provision of sufficient long term housing with appropriate supports as required

Pathway to Home encompasses a set of agreed actions and decisions, which will ensure continued alignment with the National Homeless Strategy, *The Way Home*, and achieve the vision of the Homeless Agency Partnership action plan to end long-term homelessness and the need to sleep rough, *A Key to the Door 2007-2010*.

The Dublin Local Authorities Operational Plan

As envisaged in the Pathway to Home model, key operational changes in both the assessment and placement of homeless persons/ families in Dublin will be implemented in 2010. The purpose of this document is to set out the detail of those operational changes in the context of the wider reconfiguration of homeless and housing support services.

Further, in the reconfiguration of services, it is critically important to contextualise the following operational detail in the context of the role and responsibility of the Local Authority as the statutory housing authority.²⁸ *Pathway to Home* describes the role of the local authority service as a provider and enabler when it states, *'It is important to state here that the four Dublin local authorities have a dual*

²⁸ See *Pathway to Home* pp. 36, section 5.1.

role under the Pathway to Home model. That is of a direct provider of housing and services for person's experiencing homelessness, and that of an enabling body that assists and ensures the provision of services by a voluntary provider where this is considered both feasible and desirable to help deliver the sought-after outcomes of the Pathway to Home model.'

IMPORTANT NOTE: It is also crucial to read the content of *Pathway to Home*, which provides a guide as to how the model will work²⁹ in addition to defining detail regarding the *Pathway to Home* model portfolio.³⁰

1. Principles

In respect of the Local Authority Housing Service (LAHS), the Dublin local authorities will operate in accordance with the following key principles.

- To operate the assessment and placement function in accordance with the detail as set out in the *Pathway to Home* Model
- To adopt a person centred approach in the operation of the LAHS and in collaboration with all other key statutory and voluntary service providers
- To operate a shared services approach in respect of resources aligned to homeless provision
- To ensure, as appropriate, all necessary up skilling/ training and orientation to staff operating within the LAHS in respect of the assessment and placement function

2. Assessment

On presenting to the local authority as homeless, an initial assessment of need will be conducted in order to determine housing need. The LAHS conduct its assessment in line with the agreed operational criteria for the common assessment of homelessness (see appendix 1) and utilising an agreed common initial assessment template (see appendix 2).

3. Enhanced CWO Role

As outlined in *Pathway to Home*, an enhanced role for the community welfare section to work collaboratively with the LAHS in an integrated fashion is envisaged.³¹ This is particularly important in the context of homelessness prevention. The LAHS will work collaboratively with the enhanced CWO role and in particular with regard to prison and hospital in reach. The precise operational detail is subject to agreement and decision making on the part of the HSE and Department of Social Protection. On confirming this detail the Dublin Local Authorities will

²⁹ See *Pathway to Home* pp. 49 – 54.

³⁰ See *Pathway to Home* section 5, pp. 35 – 47.

³¹ See *Pathway to Home* pp. 42 – 43.

work, as appropriate, with the HSE, Department of Social Protection, the Prison and Probation Service in terms of agreeing joint protocols/ location of in reach provision, etc.

4. The Local Authority Homeless Helpline and bed management system

Dublin City Council, on behalf of the Dublin local authorities will operate a 24 hour Homeless Helpline. The helpline will operate in accordance with the detail as set out in Pathway to Home (see appendix 3). In addition the LAHS will also operate the bed management system to be adopted across all homeless accommodation. This system, which will form part of the PASS client shared database, will be a critical resource in terms of allocating beds to homeless persons across the Dublin region.

The Homeless Helpline will use an initial contact and placement sheet (see appendix 4).

IMPORTANT NOTE: In accordance with action 27 of *Pathway to Home* (see pp. 92); the Homeless Helpline will be subject to a review after months of operation.

5. Location of Assessment and Placement Functions

Local Authority Area	Location
Dublin City Council	Capel Street, Dublin 1
Fingal County Council	Blanchardstown office and accessible from offices in Swords, Blanchardstown, Balbriggan or Baldoyle.
Dun Laoghaire/ Rathdown County Council	Housing Department, County Hall, Marine Road, Dun Laoghaire
South Dublin County Council	Housing Department, South Dublin County Council, County Hall, Tallaght, Dublin 24.

6. Hours of Operation

Local Authority Area	Hours of Operation
Dublin City Council	9am - 4pm Monday to Friday
Fingal County Council	9am - 4.30pm Monday to Thursday & 9am - 4pm Fridays
Dun Laoghaire/	10am - 12.30pm - Single men & 1.30pm - 4pm - women & families –

Rathdown County Council	Monday to Friday
South Dublin County Council	10am - 12 noon & 2pm - 4pm – Monday to Friday

Appendix 4 - Agreed Operational Criteria for the Common Assessment of Homelessness³²

Introduction

As part of the development of an implementation plan in response to the Homeless Agency Partnership Submission to Government, a homeless and housing support model will be proposed for consideration by the Board of the Partnership for implementation across the four Dublin local authority areas. In keeping with developments proposed thus far, and in the context of the agreed action plan to localise service provision, the four local authorities will play a pivotal role in respect of the assessment and placement of individuals presenting as homeless into appropriate accommodation, where prevention is not possible and in partnership with other statutory (especially HSE) and voluntary providers.

The development of this operational definition builds on consultation with key stakeholders as outlined in the Information Paper developed by The Centre for Housing Research. This paper reviews the international experience as well as a number of important case scenarios, which amplify some of the key challenges in terms of achieving a common approach.

It should be noted that the implementation of a common operational definition is dependent on the reconfiguration of current provision into a homeless and housing support pathway model where key services are developed locally in order to ensure needs can be met. It must also be stressed that the implementation of this model and operational definition is also reliant on the move towards utilising the range of housing options in response to housing need (i.e. from social housing, private rented, leasing, RAS, etc.)

Stages in the approach to the assessment process

It is envisioned that there would be three key stages to the proposed process as follows:

Stage One: Assessment of need and focus on prevention

On presentation to a local authority, an initial assessment of need should be carried out of the applicant's history and current need. All possible options to prevent the need to move into homeless services should be explored, such as possible referral to private rented accommodation etc. It is proposed that the CWO will have a critical and pivotal role in assisting the housing officer in terms of examining options other than homeless accommodation.

Stage Two: Offering support where prevention has not worked

The local authority would decide whether an individual is homeless and then a decision would be made as to whether they meet the criteria for homeless priority.

Criteria for defining homelessness;

³² Extracted from *Pathway to Home* (Appendix D), pp. 126 – 130.

- Applicant has no accommodation available and is unable to occupy or remain in occupation of otherwise suitable accommodation, or/
- Applicant is living in hospital, county home, night shelter or similar institution solely because he/she has no suitable alternative accommodation and/
- Applicant is unable to provide accommodation from their own resources.

Stage Three: Shortlist of qualifying criteria for homeless priority under housing Allocations

Note: It may not always be possible to assess qualifying criteria in one sitting. Where there is an obvious need to ensure appropriate temporary accommodation in the first instance, by way of a referral to temporary accommodation (supported or otherwise), follow up in terms of meeting the above qualifying criteria can be ascertained within the target of not being in occupation of temporary accommodation beyond six months. There is a requirement and need for local authorities to actively link with and collaborate with the relevant service provider/key worker to ensure the assessment of housing need and entitlement is maintained. Equally key workers and the service user have a responsibility to maintain a link with the local authority.

- Applicant must be from the local authority area unless an acceptable reason is given:
 - On the basis of improving and developing localised services, this issue would be greatly minimised.
 - Residency condition needs to be consistent across the four local authority social housing allocation policies.
 - A pragmatic approach regarding area of origin needs to be taken into account where domestic violence is a concern. The security and well being of the individual (and his/her family) needs to be central to decision making in relation to placement.
 - Where a person is from another local authority area and wishes to be housed back within that local authority area, liaison between the respective housing departments should take place with a view to assessing options to transfer/make an application, etc.
- Applicants must have no other form of secure accommodation available to them
 - This should include rough sleepers who wish to avail of services. There should be a detailed assessment of need in respect of those who do not access services with the aim of providing a more person-centred response to their needs. Local authorities and Contact and Outreach Services will need to collaborate closely in relation to working with rough sleepers.
- Applicant must not be a homeowner.
- Applicants once registered must stay in touch with local authorities through regular engagement:
 - It is essential that the client take responsibility for ensuring that they are or remain registered with their local authority in terms of the Housing Waiting List.
 - Homeless Service Providers should ensure that all clients receiving support are actively engaged with their respective local authorities and remain registered.

- Local authorities should make all possible effort to facilitate this process from the beginning by searching PASS system (formerly LINK) and contacting homeless service providers before terminating an application by way of actively liaising with clients and service providers.
 - Non EU applicants must be granted refugee status or permanent permission to remain with a Stamp 4 (and those with subsidiary status) on their passport to be eligible for inclusion on homeless priority list (note: this needs further clarification). (Note: Further clarification and guidance in relation to EU Citizens and entitlement to housing and supports is required by central Government and to be issued to local authorities).
- Non EU applicants residing in accommodation by the Reception and Integration Agency are not eligible to be defined as homeless.
- Applicants need to produce a number of forms of documentation including, PPS Number, Birth Certificate, proof of last accommodation, proof of income.
- Applicants must be willing to accept appropriate accommodation, which is considered reasonable to occupy by the local authority after consultation with key workers.
- Those presenting where rent arrears is a concern will need to address and actively address the issue, with the support of relevant agencies such as MABS etc.
- Regarding people with a history of anti-social behaviour:
 - This approach needs to be complimented by an in-depth assessment of the case in conjunction with appropriate support service; development of a care or support plan and case management and a clear pathway back to housing with appropriate interventions is required.
 - Applicants who have a history of anti-social behaviour must demonstrate signs of improved behaviour and co-operate with the local authority to be eligible for inclusion on homeless priority list.

Proposed process where anti-social behaviour is a concern:

1. Information and referral following eviction and where there is a record of eviction for reasons of ASB.

Where a person presents to a local authority with a history of anti-social behaviour, the applicant will be provided with information, which explains this protocol and advises them to seek assistance from a relevant support service (which could be either a statutory or voluntary service) if they are not already in contact with one. The local authority will actively liaise and refer to an appropriate support service with and on behalf of the client. This information will also explain that the person can apply to join the housing waiting list but that that an offer of housing will be dependent on the rest of this procedure being followed.

2. Assessment and support/care plan

Officials from the local authority housing department will liaise between the relevant support service and the local authority. The support service will (with the persons permission) seek information from the local authority about the anti-social behaviour, assess the needs of the household (in particular non-housing needs), and draw up a support/care plan. This will have specific actions to be taken that will address the issues that contributed to the anti-social behaviour. When the support service assesses that the issues that contributed to the anti-social behaviour have been or are being addressed and the households is approaching the time when housing would be considered appropriate, it will inform the local authority of this.

3. Case Management Meeting (Note: guidance, protocols and templates developed under the Homeless Agency Partnership Care and Case management process should be considered here – e.g. Guidance for Interagency Case Meetings.)

The local authority will convene a case meeting, following receipt of the above information. The purpose of the case meeting is to make a recommendation to the Director of Housing/Executive Manager and or Assistant City Manager concerning re-housing.

Invitees to this meeting will include all those who have been involved with the household in a professional capacity and may include representatives from:

- Allocations
- Housing welfare
- Area housing office as appropriate
- The voluntary service provider that has been advocating on the household's behalf
- HSE social services
- Gardaí
- Other professionals as appropriate, e.g. public health nurse, mental health professionals, family support worker, GP, school teacher, as appropriate.

The case meeting should make one of three recommendations:

1. The household is ready for re-housing.
2. More information is required before a recommendation can be made about re-housing.
3. The household is not yet ready for re-housing.

If the case meeting recommends that the household is not yet ready for re-housing it should, where possible, set out what further steps need to be taken for the household to be considered ready for rehousing.

If the case meeting recommends that the household is ready for re-housing, the case meeting should also consider what specific actions are required that will aim to ensure that there is no repeat of anti social behaviour.

These may include the following:

- Attaching conditions to the tenancy agreement.
- Provision of continuing support for the household such as:
 - Visiting support
 - Housing where on site support is available
 - Intensive family support
 - A one-off arrangement agreed between a number of agencies

Note: The local authority is ultimately responsible for a decision in relation to housing entitlement and adjudication.

4. Interview Housing Options

If the recommendations from the case meeting are accepted by the local authority, then the household will be interviewed (normally with the support service present) and an offer of housing subject to these conditions will be made.

Appendix 5- Draft Initial Assessment Template for use by the Dublin Local Authorities**Objective of Initial Assessment Form**

- Establish identity
- Establish if any preventative or diversionary measures can be put in place
- Establish the criteria for defining homelessness have been met
- Placement into supported and temporary emergency accommodation where no alternative exists

Biographical Details Main Applicant/Joint Applicant**First Name:****Surname:**

Are there are other names you are known by?

Gender:**Date of Birth:****PPSN:****Link ID:****3. Current/Most Recent address****NOK Name****NOK Address/Phone Number**

Verification of Identity required: Birth certificate/Passport/Proof of immigration status/Driving license/Travel pass with photo/, Children's allowance book, labour card)

Verification of where the individual has come from:

Primary: A tenancy agreement/Utility bills (phone, gas, electricity) in applicant's name.

Secondary: A recently dated letter addressed to the applicant or which says where the applicant has been living, from: doctor or hospital/ employer/ the Department of Social Welfare/ solicitor/social worker

Nationality:

Irish: _____

UK: _____

EU/EEA Please specify: _____

Non-EU Please specify: _____

Verification Required:

Non-EU applicants must be granted refugee status or permanent permission to remain with a Stamp 4 (and those with subsidiary status) on their passport to be eligible for inclusion on homeless priority list.

EU Citizens entitlement to housing and supports requires further clarification.

Non-EU applicants residing in accommodation by the Reception and Integration Agency are not eligible to be defined as homeless.

Income Details:

4. What is your main source of income?

- Jobseekers assistance (previously unemployment assistance)
- Jobseekers benefit (previously unemployment benefit)
- Disability Benefit
- Supplementary Welfare Allowance
- State Pension Contributory/Non-Contributory
- Widow's/Widower's Contributory/Non-Contributory Pension
- Disability Allowance
- Invalidity Pension
- Carers Allowance/Benefit
- One Parent Family Payment
- Back to Work/Education/Training
- FAS
- In employment
- Not known
- None

Other, please specify _____

What is your total weekly income? € _____

5. Verification: Proof of Payment Required, PPSN/Proof of Income, labour card, INFOSYS?**Household Type**

- Single only
- Partner only
- Partner and children
- Single with children
- Divorced
- Separated
- Widowed

Household Composition

- Is there anyone you would like to include as part of your household for the purposes of placement /consideration for housing?
- If yes, what is their relationship to you?

Add a supplementary child record for each individual.**Assessment of Family Support**

- Do you have living parents / brothers / sisters / other relatives?
- Do you have significant friends/family supporting you?
- If yes, please give details of family relationships and the contact you have with them and support they provide?

6. Accommodation / Homelessness Assessment**Complete housing history:**

- Is this the applicant's first experience of homelessness?
- What has brought them into homelessness? **Identify clearly the precipitating factors.**
- Immediate circumstances and work backwards min 5 years.
- For each address please note owned/rented, dates at address and reason for leaving.
- Include if applicant/dependent has ever owned own home?
- Include if applicant/dependent has previously been a tenant of a local authority?
- Include if the applicant has ever been investigated or convicted of antisocial behaviour.

(Verification with family in the case of being asked to leave family home: Contact parents/friends/relatives to confirm. Other Verification in case of losing accommodation in own name: Notice to quit from landlord, Repossession letter from mortgage lender, Eviction documents from the court, HPL1 Form, address history available on INFOSYS.)

1. *Identify vulnerable/at risk*

- Have you ever slept rough?
- Have you had any experience of domestic violence?
- If yes, is there anything we should know about this in relation to future housing options e.g. are there areas that you would prefer not to live in?

(Verification Required: Copies of relevant Garda reports if leaving home because of violence or harassment, letter from support service.)

2. *Identifying local authority with responsibility*

- Have you lived in this area all your life? (This refers to the area you are currently living in)
- If not, when did you arrive in this area?
- What connection do you have to this area e.g. do you have family here, are you working / studying here?
- What is your last permanent address? (LA or PR)
- Are you registered for housing?
- Are you registered as homeless with a local authority?

(Verification Required: See under housing history)

(Note county and local authority of origin for transfer and statistical purposes e.g.)

- Dublin City Council
- Fingal County Council
- Dun Laoghaire/Rathdown County Council
- South Dublin County Council
- Kildare County Council
- Wicklow County Council

- Other, please specify _____

7. Legal Issues

- Have you ever been convicted of a criminal offence?
- If yes, please give details: _____

(Note custodial sentence, suspended sentence, probation, fine, other.)

Do you have any current legal issues pending?

If yes, please give details: _____

If you are currently on Probation please provide the Name and contact details:

Name of Probation Officer _____

Address _____

Telephone Number _____

8. Health Needs

Do you have a physical disability?

If yes please state the nature of your disability and how it impacts on your daily life i.e. does it affect you getting in and out of a building, using a toilet, getting up and down stairs, showering etc?

Do you, or any of the persons who will be living with you need accommodation that is specifically adapted for a person with disabilities?

Is there anything in terms of your **physical/mental health/substance** use that has a bearing on the type of accommodation you need? **(Occupational therapy assessment may be required)**

9. Other Agencies/Supports	Name	Contact	Freq
Social Worker	_____	_____	_____
Probation Officer	_____	_____	_____
Community Welfare Officer	_____	_____	_____
Substance Misuse Worker	_____	_____	_____
Key worker/ Case Manager	_____	_____	_____
Community Psychiatric Nurse	_____	_____	_____

Doctor / GP _____

Psychiatrist _____

Other, please _____

If any of the above is ticked, please give details:

AOB

Is there anything else, which you feel, needs to be taken into consideration with regard to what kind of housing you wish to live in?

If yes, please specify:

Decision:

Indicate if any level of support is needed for tonight in the following domains

	YES	NO	NOT SURE
Alcohol Use			
Drug Use			
Mental Health			
Physical Health			
Domestic Violence			

Could entry to homelessness be prevented? family, friends etc

Accepted as homeless YES ☐ NO ☐ UNCLEAR ☐

Supported Temporary Accommodation ☐

Temporary Emergency Accommodation ☐

Action taken, and where placed / accommodated

(This should be a supplementary sheet for Children/Dependents)

Supplementary Sheet for each Child

(Child's)	Name	Age	Gender	Nationality
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- Where is he / she living?

Please give details if any of your children is attending any of the following:

- Crèche
- Playschool
- Barnardos
- Primary
- Secondary
- Afterschool Club
- School Completion
- Programme
- Sports / Leisure
- Club
- Other
- Do you have any needs in relation to travel to school?

Please give details if any of your children is attending any of the following:

- Public health
- Social Worker
- Hospital
- Other e.g. Family Support Service

Please note any names and addresses that are important in relation to the above services:

- Has anyone in your family experienced violence? Please give details

- Do any of your children use alcohol or drugs? Please give details
- Are any of your children subject to a care order? If yes please give details
- Have you had involvement with the family courts? If yes please give details

10. In case of emergency who should we contact regarding the care of your children?

Name: _____

Address: _____

Telephone Number: _____

Appendix 6 -The Local Authority Homeless Helpline (Extract from *Pathway to Home* pp. 39)

This is a specialised service available via a free phone number that delivers information and advice to individuals and service providers as well as, on an out-of-office hours basis, initial contact and placement into temporary accommodation for person's experiencing homelessness.

During office hours the Homeless Helpline Service will deliver housing information and advice that explores alternatives to accessing temporary accommodation and will seek to prevent the risk of homelessness becoming material and real. The service will refer into appropriate mainstream services and where prevention and diversion is not feasible, to the Local Authority Housing Service where

initial contact and placement into temporary accommodation and can take place. This will require that the service can gather information on the circumstances of an individual and be able to refer a person to the appropriate Local Authority Housing Service.

During out-of-office hours, the Homeless Helpline Service will provide an equivalent to the initial contact and placement service available during offices hours and will ensure access into temporary accommodation for a person at risk of rough sleeping and rooflessness. This will require that the out-of-office-hours Homeless Helpline will be competent in undertaking this task and will use the bed management function established as part of the Centralised Placement Service to reserve and secure a bed in an appropriate form of temporary accommodation.

In addition, the service will advise on and help establish the next day follow-up contact required between the person and the Local Authority Housing Service. The out-of-office hours Homeless Helpline will also work closely with night time Contact and Outreach Services and with out-of-hours social work services to prevent rough sleeping. It is envisaged that the Homeless Helpline will build on existing provision to become available on a 24-hour basis.

IMPORTANT NOTE: In accordance with action 27 of *Pathway to Home* (see pp. 92); the Homeless Helpline will be subject to a review after 6 months of operation.

Appendix 7 - Initial Contact and Placement Sheet – Homeless Helpline

Note: For use prior to establishment of the PASS system (i.e. PASS system will allow for the recording of all relevant details by the Homeless Helpline personnel)

Aim: To ensure service users get the correct placement into either temporary or supported temporary accommodation as required.

Name:

DOB:

PPSN (If known):

PASS ID (Check PASS System):

Consent to Log Information Given?

Male	
Female	
Youth (18 – 25yrs)	
Family Composition	

Indicate if any level of support is needed for tonight on the following domains:

	Yes	No	Not Sure
Alcohol Use			
Drug Use			
Mental Health Concerns			
Physical Health Concerns			
Domestic Violence Concerns			

Could this presentation of homelessness be prevented? e.g. family, etc.

Accepted as Homeless: Yes No Unclear (requires follow up)

Type of Emergency Accommodation Required:

Temporary (Low to no- primarily housing need) –

Supported Temporary (has support need from moderate to high) –

Action Taken, and where placed/ accommodation, etc:

Detail of Staff completing the Initial Contact and Placement Sheet:

Name:

Position:

Contact Telephone Number:

Contact email address:

Date: